

DOCUMENT RESUME

ED 153 674

JC 780 224

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TITLE A Study of Selected Developing Colleges and Universities. Case Study V: Valencia Community College, Orlando, Florida.
INSTITUTION Harvard Univ., Cambridge, Mass. Graduate School of Education.
SPONS AGENCY Office of Education (DHEW), Washington, D.C. Office of Planning, Budgeting, and Evaluation.
PUB DATE Dec 77
CONTRACT 300-75-0221; 300-77-0157
NOTE 52p.; Some tables may reproduce poorly due to small size of type
AVAILABLE FROM USOE-OPBE, Room 4087, 400 Maryland Avenue, S.W., Washington, D. C. 20202; George Weathersty, Indiana Commission of Higher Education, 143 West Market Street, Indianapolis, Indiana 46204
EDRS PRICE MF-\$0.83 HC-\$3.50 Plus Postage.
DESCRIPTORS *Administrative Organization; College Administration; College Planning; Community Colleges; Educational Alternatives; Governance; *Junior Colleges; *Management Systems; *Multicampus Colleges; Open Enrollment; Program Effectiveness; *School Community Relationship
IDENTIFIERS Advanced Institutional Development Program; *Valencia Community College FI

ABSTRACT

As part of a study of selected developing colleges and universities funded under the Advanced Institutional Development Program, this report reviews Valencia Community College (VCC) in Orlando, Florida, according to its state-of-development, structural history, administrative structure, and management system and effectiveness. Within this framework the report covers college program components (open docr/open access, alternative modes of instruction, and short- and long-range institutional planning and development), environment, mission and goals, constituencies, technologies, and attention paid to management needs, implementation of viable management, effective resource use and planning, constituent involvement, and renewal capacities. VCC is a multi-campus system. The emergence of the multi-campus structure has prompted the college to attempt to develop a new administrative structure and management system in order to provide more effective management. New system implementation progresses slowly, although deliberately at VCC. Administrators are trying a systematical coordinated approach, the need for which is acknowledged by those involved in the implementation process. Diverse viewpoints about the new system are manifest, indicating positive constituent interest in revamping the college. (TR)

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CASE STUDY V

Valencia Community College
Orlando, Florida

**A Study of Selected Developing
Colleges and Universities**

prepared by
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Harvard University
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for the
United States Office of Education
Office of Planning, Budgeting and Evaluation
December, 1977

JC 780 224

This study of selected developing colleges and universities was undertaken for the United States Office of Education, Office of Planning, Budgeting, and Evaluation under contract number *. The study was conducted by Edward P. St. John, a researcher at Harvard University Graduate School of Education, in close collaboration with George B. Weathersby, who served as principal investigator. The purpose of the study was to refine an institutional development model that has direct implications for Title III of the Higher Education Act of 1965.

Reports prepared under this contract are listed below and copies can be obtained from the USOE-OPBE (Room 4087, 400 Maryland Avenue, S.W., Washington, D.C. 20202) or from George B. Weathersby (c/o Indiana Commission of Higher Education, 143 West Market Street, Indianapolis, Indiana 46204). Special thanks is extended to our typists, Mary Sanderson, Connie Tuton, and Careyleah MacLeod.

Final Report

"Structure, Management, and Intervention"

Case Studies

- I. "Doane College, Crete, Nebraska"
- II. "St. Mary's Junior College, Minneapolis, Minnesota"
- III. "Xavier University of Louisiana, New Orleans, Louisiana"
- IV. "North Carolina Agricultural and Technical State University, Greensboro, North Carolina"
- V. "Valencia Community College, Orlando, Florida"

The attached case study is a portion of a study of selected developing colleges and universities funded in the Advanced Program of Title III of the Higher Education Act. The insitution has reviewed the contents to insure factual accuracy. Each case study has a common format:

- I. Introduction
- II. State-of-Development (of institutional sub-systems: environment; mission; structure; groups/individuals; and technologies)
- III. Structural History (the historical development of the institution)
- IV. Administrative Structure (the formal organization of the institution)
- V. Management System (the management practices implemented on campus)
- VI. Management Effectiveness (attention paid to management needs, implementation of viable management system; effectiveness of resource use and planning; quality and effectiveness of constituent involvement; and renewal capacity)
- VII. Conclusions

Attachment V

Valencia Community College
Orlando, Florida

Valencia Community College is a young, rapidly developing, public two-year college located in Orlando, Florida. Founded in 1967, Valencia is now a three-campus system with two permanent campuses located on the outskirts of the city and an open campus with administrative offices located in downtown Orlando. The most recent college catalogue indicated that over twenty thousand residents of the Orlando area are involved in some capacity as students of the college. Valencia reaches a large number of local citizens through linkages it has developed with the community. As a recent publication by the President of the college and others describe it:

Since its beginning in 1967, Valencia Community College in Orlando, Florida, has worked closely and cooperatively with hundreds of community organizations and agencies in carrying out its mission as a community-based, community renewal college. The college has used a variety of modes of cooperation in establishing working relationships with community organizations to assess community educational needs, establish and implement programs, and evaluate their effectiveness. (Gollattscheck, Harlacher, Roberts, and Wygal, 1976, p. 60)

In 1976, Valencia received an AIDP grant to undertake a development process guided by the following objectives:

Program Component I - Open Door/Open Access

- A. Objective One
Personal Assessment and Goal Setting System
- B. Objective Two
Student-Center Learning Laboratories
- C. Objective Three
Active Recruitment Program

Program Component II - Alternative Modes of Instruction

- A. Objective Four
Curriculum/Instructional Development Center

Program Component III - Short-Range and Long-Range
Institutional Planning and Development

- A. Objective Five
Student Records System
- B. Objective Six
Follow-up Information Program
- C. Objective Seven
Revision of Needs Assessment Model
- D. Objective Eight
Identification of Community Resources
- E. Objective Nine
Governance Process
- F. Objective Ten
Information Dissemination Model
- G. Objective Eleven
Management by Objectives System
- H. Objective Twelve
Program Planning and Budgeting System
- I. Objective Thirteen
Management Information System

Valencia College's AIDP grant was for \$1.2 million, with a \$821,439 matching institutional commitment. The grant period, nearing the end of its first year of operation at the time of this research, will run through 1981.

State-of-Development

After a decade, Valencia Community College has become a complex, multi-campus system serving the educational needs of diverse constituencies. Although young, and in some ways experiencing the pains of

rapid growth, the college is entering its second decade as a stable organization.

Environment. Valencia Community College is located in one of the fastest growing urban areas in the United States. The Orlando, Florida metropolitan area increased in relative size from being the 75th largest in the United States in 1970 to 68th in 1973. The college almost doubled in size during the same period: from 3,216 FTE in 1970-71 to 6,328 in 1974-75. Rapid growth has been accompanied by numerous other institutional changes as well. In the ten years prior to their AIDP application, Valencia C.C. developed from a junior college housed in temporary facilities to a comprehensive community college.

Valencia Community College is part of the 28-college, community-college system in the state of Florida. The system is coordinated by a Division of Community Colleges which is one of the four branches of the Department of Education (Glenny, et al., 1975). Each community college in the state also has its own local governing board which is responsible for policy decisions affecting the institutions. Florida is one of twelve states considered effective in placing a community college "within commuting distance of all or nearly all of their people" (Carnegie Foundation, 1976, p. 50).

In fact, the state of Florida has proven effective in the overall development of its higher-education system. Among the special accomplishments acknowledged by the Carnegie Council, in addition to the placement of community colleges within a reasonable distance of its citizens, are: Florida is one of six states considered reasonably

effective in developing a state plan for higher education, and it is one of six states to place at least a brief moratorium on new Ph.D. programs (Carnegie Foundation, 1976). Although the state ranks slightly below the national average in the expenditure on higher education as a percent of personal income, it ranks seventh in the expenditure per FTE, almost \$200 above the national average in this category.

The physical facilities at the two permanent campuses of Valencia C.C. are modern and of high quality. The older of the campuses, located on a small lake in the western side of Orlando (West Campus), opened a new library facility during the past summer. The second campus (East Campus), located east of Orlando, was opened in 1975 for the first time.

In addition to the two permanent campus locations, Valencia has a central office, located in downtown Orlando, which also is the administrative headquarters of the Open Campus. The Open Campus--which uses facilities in many public and private high schools, private colleges, churches, fire stations, and so forth--symbolizes VCC's commitment to provide continuing education programs and classes throughout the Orlando area.

Mission. The mission and goal statements for Valencia Community College are as follows:

Mission Statement

The purpose of Valencia Community College is to provide comprehensive postsecondary education and lifelong learning opportunities that foster individual growth and community development.

Goals

- Goal One: Provide continuous planning for defining and evaluating goals
- Goal Two: Provide experiences that develop in the individual a desire for lifelong learning
- Goal Three: Provide a program that helps the individual in assessing needs
- Goal Four: Provide educational programs which accommodate individual needs and differences in learning
- Goal Five: Develop a learning atmosphere which utilizes community resources with facilities and services accessible to all
- Goal Six: Develop a system that promotes effective community and college communications and decision making
- Goal Seven: Cooperate with the community in providing programs which foster both individual and community development
- Goal Eight: Provide equal educational and employment opportunities
- Goal Nine: Promote and support creative and dynamic faculty and staff.

The role of Valencia Community College, from its inception through the establishment of the current mission and goals, has been one of a continued effort to assess and adapt to the needs of the community. This continued effort is expressed in the guiding principles, objectives, and functions of Valencia Community College as stated in the catalog.

Valencia developed the mission statement and the objectives for the AIDP grant during a six-month planning period that involved "two charrette processes, numerous meetings with all personnel of the college, surveys, and many meetings of the steering committee." The charrettes were intensive planning sessions involving many individuals from the college and surrounding community.

Structure. Valencia Community College is a structurally complex institution. As described earlier, VCC has three campuses: West Campus, which is the oldest; East Campus, which is two years old; and Open Campus, which operates in locations across the metropolitan areas. There is a central administration located in the same downtown facility that houses the Open Campus. In addition to the central administration, many of the other organization-wide functions are centralized as a part of the college-wide administrative structure. The faculty organization represents all three campuses to the administration as well as having suborganizations at each campus. There is one catalogue and student handbook for the college. And many institution-wide services, like registration and institutional research, are part of the central administration. Both permanent campuses have the same course listings and major programs. Faculty and students are identified with one campus, and certain programs are available at one campus, especially the larger West Campus, but students can cross-register for courses and faculty can teach at both campuses. Most of the offerings of the Open Campus are short-term, and consequently, both faculty and students are part-time, usually for brief periods.

Institutional statistics indicate both the rapid growth and the complexity of the institution. Table V-A shows five-year trends for selected variables. Income, expenditure, enrollment, faculty and full-time administrators totals increased considerably during the five years prior to the AIDP grant. The majority of the institution's income is from the state, sixty-one percent in 1974-75. Other major income sources include the federal government and tuition and fees.

Table V-AValencia Community College Selected Institutional Characteristics

	<u>1970-71</u>	<u>1974-75</u>
Income Total	\$2,871,364	\$7,773,145
Income Tuition and Fees	606,541	1,689,204
Income Federal	101,986	1,265,367
Income State and Local	1,756,912	4,729,160
Expenditure Total	\$2,648,185	\$6,176,438
Total Enrollment	3,216	6,328
Total Teaching Faculty	133	355
Number Full-time Administrators	11	38

Source: Refined AIDP Application, 1976

Next year Valencia will charge \$14 per credit hour. The college has been very successful in securing federal funds. In addition to \$290,905 from AIDP for 1977-78, VCC has grants for: \$102,464 from Title XX, Social Security Act for personal training for the blind; \$135,709 from college work study; \$49,284 from Titel VIII, Section 810, Public Health Acc, for the improvement of nurse training; \$77,800 from the Occupational Safety and Health Administration Consultation Program (OSHA) for on-site consultation services to business and industry; and \$170,000 from the Vocational Education Act of 1963 for equipment and supplies for the dental program (Operating Budget for Fiscal Year 1977-78). This diversity in funding indicates a capacity to secure funds from different sources for a diversity of institutional activities.

Valencia's academic structure is diversified as well. Academically, the college has an associate of arts degree program which is a university-parallel program for students interested in transferring to four-year institutions, and an associate in science degree program, which is a professional degree program for students interested in professional training. In addition, the college offers a variety of certificate programs in the recurrent education programs run by the Open Campus. These include programs for nurses, law enforcement and fire protection officers, and local business and industrial organizations.

Groups, Individuals: VCC is comprised of a diverse group of people who are involved in a variety of ways in the institution. The students of the East and West Campuses and the clients of the Open

Campus comprise two overlapping yet distinct populations. Faculty are differentiated similarly, as well as by their orientation toward career or academic training. Administration is more homogeneous, although there is a mixture of backgrounds even for this group. Table V-B provides a breakdown of enrollment by several student categories.

Students of the East and West Campuses are not the typical undergraduates. On the West Campus, with approximately 5,000 FTE in 1976-77, the average age is 27 years; 80% work either part- or full-time; half receive some form of financial aid; and approximately 60% are pursuing the A.A. (university parallel) and 40% are pursuing the A.S. (career orientation). Students on the East Campus, which had approximately 2,000 FTE in 1976-77, have similar characteristics. Although the proportion of Blacks enrolled in VCC is increasing, it is still below the proportion of Blacks in the local population--it is approximately 10% of the college as a whole. There is higher percentage of minority students on the West Campus. One of the AIDP components at VCC, Open Admissions, will address the problem of minority-student enrollment and retention. Individuals and groups involved in the Open Campus programs are even more diverse. In 1975-76 Open Campus had approximately 15,000 registrations for non-credit courses and 2,000 registrations for credit courses. The actual FTE for the Open Campus is between 600 and 700. These students represent a diversity of backgrounds, including employed nurses, policemen, firemen, etc. and specific target populations, such as the aged and blind.

Table V-B. Valencia Community College Student Growth Characteristics* (1970-1975)

	1970-71	1971-72	1972-73	1973-74	1974-75	1975-76**
Total Number of Students	3,216	3,774	4,312	5,406	6,299	6,721
% Growth from Previous Year		14.9	12.5	20.2	14.1	6.3
Full-Time Equivalent (FTE)	2,347	2,676	2,946	3,446	4,073	4,275
Full-Time Students	1,939	2,134	2,333	2,543	3,046	3,297
Part-Time Students	1,277	1,640	1,979	2,863	3,253	3,424
% Part-Time to Full-Time Students	39.7	43.5	45.9	53.0	51.6	50.9
Evening Students	752	1,406	1,502	2,072	2,427	1,741
% Evening Students to Total Student Body	23.4	37.3	34.8	38.3	38.5	25.9
Male Students	2,092	2,467	2,518	3,024	3,328	3,764
Women Students	1,124	1,307	1,794	2,382	2,971	2,957
% Growth in Women Students from Previous Year		14.0	27.1	24.7	19.8	-4.7
% Women Students to Total Student Body	35.0	34.6	41.6	44.1	47.2	44.0
Freshmen (Total)	2,055	2,214	2,111	3,265	4,120	2,960
Sophomore (Total)	1,014	1,347	1,727	1,067	750	790
Black Students (Total)	N/A	276	364	436	551	661
% Growth from Previous Year (Total)	---	---	24.2	16.5	20.9	16.7
% Black Students to Total Student Body	N/A	7.3	8.4	8.0	9.0	9.8

*Based on Session I Enrollment

**Session I, 1975-1976; Limited by State Imposed Cap on Enrollment

Source: Refined AIDP Proposal, 1976

The campus and college administrations make an effort to involve students in decision making. The West Campus makes extensive use of committees in its governance process, which provides opportunities for student involvement. Although most students are too busy with work and other outside activities to be too involved in college affairs, the campus has made an effort to involve students in the committee system. The East Campus has a less formalized governance system. Since the campus is smaller, there are more opportunities for students, faculty, and administrators to know each other and consequently for students to influence decisions in informal ways.

Faculty backgrounds vary some according to the program they teach in, career or university parallel. Faculty in the university-parallel programs have training in an academic discipline and typically hold a master's degree and have done some work toward a doctorate, although this is not always the case. Since the career curriculum runs the range from air conditioning to surveying technology, the faculty have varied backgrounds, with a minimum of an A.S. required for a faculty appointment. The part-time instructors for the Open Campus have even more varied backgrounds. All faculty at VCC hold the rank of instructor.

Faculty are involved in most of the governance processes. They are included in most committees for the campuses and the college. During the past year, faculty have also made inroads toward greater involvement in college governance through the development of a college-wide faculty organization. Most faculty and administrators interviewed agreed that the development of the faculty organization had, at least temporarily, put off a threat of faculty unionization by increasing

their input into the policy-formulation process. The complex governance structure, with many fiscal decisions tied to state-level decision making, adds to the complexity of the faculty role in governance.

Administrators at the college fall into two categories: those who have grown up in the system and those who came to the college to join the administration after it was developed. The former category includes a few individuals who have been involved in the campus affairs as administrators since its inception and others who have switched from faculty to administrative roles. The latter group includes the professional, at times specialized, individuals who came to the campus to take an already developed administrative position. Both sets of administrators are well trained. Many of the individuals who have grown up in the system have pursued advanced degrees while on the staff of the college. This distinction between the two administrative groups is important where attitudes are concerned. Those who grew up in the system are more likely to express concern about the qualities of openness that are in danger of being lost as the college expands and becomes more complex. The more recent group, in contrast, is more likely to view the increasing complexity and differentiation as positive and to be personally comfortable with the new system.

President Gollattscheck is probably the key individual at VCC, if any one person can be given this distinction at a college this size. Gollattscheck grew up in the system. In 1967, when the college first opened, he became the first Dean of Academic Affairs. His background had been in public school teaching and administration. In 1968 he

became Executive Vice President and Dean; in 1970 he became President when Dr. Albert Craig, the founding President, became a professor of higher education at Florida Technological University. As Dean he was involved in hiring most of the college's faculty. Many other individuals are key in areas of the administration, but it is Dr. Gollattscheck who has been the individual most involved in the formation of the various components of the college and who provides vision for the future of the college. Faculty and administrators interviewed expressed their satisfaction and dissatisfaction with all aspects of campus life and organization. All interviewees, however, agreed that President Gollattscheck has been the shaping force in the development of the campus, even if they disagreed with some of his actions.

The Trustees are typical of a community college local board. It is an eight-member Board comprised of businessmen and others involved in local affairs. Their authority is primarily over policy decisions affecting the college. President Gollattscheck has a close working relationship with the Board and places a great deal of emphasis on trustee education. The major aspect of educating a governing board, according to Dr. Gollattscheck, is to "stretch their levels of aspiration"--a subject he has recently written a book chapter on.

Technologies. Technologically, Valencia Community College can be described as diverse and advanced. Both the East and West Campuses can be described as extended campuses, with students involved in a variety of experiential learning options in the local community as well as in courses. In addition to the recurrent education and other special programs offered through the extended campus, the regular

faculty are often involved in teaching classes in locations off campus, giving students diverse ways to progress through their programs. The Open Campus provides an excellent example of a learning network, with programs and courses being offered in a variety of locations, in diverse subject areas, and for a diverse clientele.

In addition, the college is advanced relative to external technologies. Since all the facilities are new, they are also the most advanced. The dental assistant program provides an excellent example of a program using modern equipment to educate students for a profession that makes extensive use of its technologies. Also, the diversity of technical programs, in areas like air conditioning, show a relationship between the content of the academic program and the technologies used in the field.

The Curriculum and Instructional Development (CID) Center, a program started as a component of the AIDP project, exemplifies VCC's efforts to continue to change its instructional technology. The CID Center provides an opportunity for ten faculty from the college to work on curriculum and instructional innovations. They are released sixty percent time from instructional responsibilities to work in the Center. Faculty involved during the first year were involved in creating learning packages and instructional modules. They worked on the development of new instructional materials and on organizational, group, observational, and other skill-building processes. To date, the CID Center provides the most visible sign of the AIDP project at Valencia.

Structural History

The Valencia Community College catalogue describes the college's history as follows:

Valencia Junior College was founded in February, 1967, by the Orange County Board of Public Instruction and the State Board of Education under the authority granted by the 1961 session of the Florida legislature.

In the fall of 1967, the Charter Class, limited to freshman students, began classes in temporary facilities at 2908 West Oak Ridge Road, Orlando.

On July 1, 1969, the College Advisory Committee became the Valencia Junior College District Board of Trustees and replaced the Orange County Board of Public Instruction as the governing body of the college.

The granting of full accreditation by the Southern Association of Colleges and Schools in 1969, changing of our name from Valencia Junior College to Valencia Community College in 1971, moving to our first permanent campus in 1971, the adding of Osceola County to the college district in 1974, the creating of the Open Campus in 1974, and the opening of the East Campus in 1975 all contributed to the early, exciting and formative years of growth.

Beyond these few words, not a great deal has been written about the history of the college. The Advanced Institutional Development Program grant proposal includes some reference to the historical growth and development of the college, as does the brief case study of the college in President Gollattscheck's book, College Leadership for Community Renewal, the student handbook, and a few other college documents. There is probably an interesting history to be written about the college. Interviews provide some insight into how the college has developed structurally, and are the basis of the following discussion.

During the early years, Valencia Junior College was housed in temporary facilities; the administrative staff and faculty were small, and the college was not organized into departments. James Gollattscheck was Academic Dean when the college opened; he was actively involved in hiring all faculty and staff in the institution. From the start, the college was innovative, trying to develop diverse educational options for traditional and nontraditional students. For four years the college had space in a vocational technical high school, sharing half the space with the high school. It was administratively housed under the Orange County School Board.

By the opening of the first permanent campus in 1971, much had changed at the college. The faculty, once organized into divisions and opposed to traditional departmental structures, had taken on the departmental organization. Gollattscheck continued to be involved in academic affairs as President and maintained a strong interest in the academic process. As the college has grown in size and through the addition of the two new campuses, the East Campus and the Open Campus, Gollattscheck has found "it is becoming increasingly impossible to be involved in every step." This has led to a feeling of "becoming increasingly removed"--a feeling complicated by his own interests in the academic affairs of the campus.

Faculty and administrators interviewed who were with the college during the early years were in agreement that the college had an open atmosphere. When all programs, including continuing education, were run out of one campus, it was possible for most people to know each other. President Gollattscheck was often seen around campus and

maintained an open door to encourage faculty and administrators to bring him their problems.

As the college grew, this openness became less possible. In an interview Gollattscheck described his role during the middle years when the college was continually adding new programs as "an act of the man who spins plates trying to keep them going." As the college grew, it became less possible to keep all the plates in the air by himself and less possible to maintain an open door. With respect to these changes, he observed: "A big problem we have is that the people in our college have a hard time understanding this growth and transition." Most of the administrators and faculty interviewed were aware of aspects of this transition. Charles Sample, Provost of the Open Campus, put it simply: "I used to tell him a lot of things I do--now I write them down on paper."

At present the college appears to be entering a new era of structural complexity. The older West Campus is maturing, the Open Campus is now organized and appears in full operation, and the new East Campus is still in a creative developmental phase. The college itself is experiencing a few problems in its transition to a multi-campus system and is using the AIDP project to aid this transition. The major task of the past three to four years has been to decentralize. The President has delegated responsibilities to each of the provosts as the campuses were organized independently of the central administration.

The West Campus has experienced the most problems with the transition. It is the view of James Richburg, Dean for Academic Affairs at West Campus, that the campus has "gone through the pains of transition."

Richburg came to Valencia soon after the formation of the Open Campus and found West Campus in a situation where it "had to solve the problem of losing continuing education." Formerly, continuing education had been part of West Campus' activities, and when an independent organization was formed to house these activities, the faculty experienced a lack of freedom and flexibility. West Campus has begun to solve these frustrations through formalization of the department structure and delegation of responsibility to departments. During the past year, department chairmen have been given status as administrators, which increased their pay and their administrative responsibilities, while decreasing their teaching responsibilities in most cases.

With the transition to college-wide administration, the administrative structure of West Campus underwent a transition as well. Formerly, all of the administrative functions for the college were part of the campus administration. When administration was centralized for the college, new arrangements had to be made at the campus level. Most of the administrative services and financial management were moved to the central office.

The student-affairs organization is now the major administrative service unit on campus. Due to the continued growth, this administrative suborganization is experiencing increasing formalization as well. The Dean of Students now administers several subunits with more than one employee. For example, the counseling center has a staff of eight counselors and four educational advisors and the special services program has a director and two counselors. In spite of the expansion and the Dean of Students' efforts to delegate responsibility to program

directors, this transition has not yet been fully successful. At present, Jerry Odom, West Campus Dean of Students, is trying to get his program directors administrative appointments. Some student services must be coordinated with central administration. For example, registration is a college-wide, not a campus service, yet many other student services need to be coordinated with registration.

The Open Campus started three years ago. However, the fact that many of the activities under the jurisdiction of the college were in operation prior to the formation of the college has added to the sophistication and complexity of this young campus. Its current thrust--which combines in-service training programs, community-education programs, and avocational programs--is the product of several years of developmental work. President Gollattscheck has always been supportive of community-based education programs and has encouraged their development. The formation of the Open Campus, therefore, was not so much an effort to create a new program, as it was an effort to give some added emphasis and structure to a program that already existed.

Since its inception, the orientation in the Open Campus has been toward growth through the creation of new programs. It has approximately fifty full-time and eight half-time employees. In addition to this permanent staff, there are numerous casual staff or faculty involved in the implementation of various in-service and community education programs. The objective of the Campus' staff is to develop new programs.

David Evans became Provost of the East Campus in 1974. Prior to that time he had been a teacher and Associate Dean for Academic Affairs,

Dean of Academic Affairs, and Vice President for Academic Affairs. He had a year to plan the campus. He used a modified PERT system to plan the details about the campus, which provided a schedule for what had to be accomplished and when it had to be accomplished. In addition, with the support of the college, he initiated a process of brainstorming about what the new campus should do. Experts were brought in from the outside to explore what was new, different, and feasible for a new community college. In addition, Evans took trips to other campuses, like Oakland Community College, that were attempting to do something different.

During the planning year and while the facilities were being built, some budget difficulties were encountered which changed the plans to hire a new faculty. The Florida State Legislature and the community-college system came into conflict in 1975-76 over the amount of state support provided per FTE. The community colleges are supported by a combination of state support, given at a per FTE rate, and student tuition, both of which are controlled by the legislature. Per student costs had risen throughout the system while support per student had remained constant. Although this situation was resolved this past year by a tuition increase, due to an increase in state support, the situation was difficult in 1975-76, when the new campus was opened. One of the ways Valencia dealt with the financial problem was to put a freeze on hiring new faculty. As a result, the new campus took faculty from the old campus to get started.

Ruby Beal, Dean for Academic and Student Affairs for Each Campus, was involved in starting the new campus. Hired before the

new campus opened, she worked with Evans in the early development phase. As a result of the financial problems, the college asked for volunteers from the old campus. When volunteers were not available, people were drafted. As Dean Beal put it: "We had to move people from the other campus here--some didn't want to come."

In its second year of operation, 1976-77, it was already in many ways a success, however. Although the total size of the East Campus faculty was smaller, there was a larger number involved in the CID Center during the first year. The predisposition of those involved in the East Campus is toward innovation. Beal sees "the curriculum future as a blend of traditional and individualized instruction." The atmosphere of the new campus is comfortable and open. All of the people interviewed seemed to be hopeful about the future of the campus.

Valencia Community College's growth has been obvious and rapid. One aspect of the growth has been programmatic, through the addition of new campuses and programs. Another aspect of the growth has been in numbers. Enrollments have increased each year and although the rate of growth has lessened, partially due to state-imposed limitations, the actual number of students continues to climb.

During the past decade the college has experienced several transitions. First, there was an initial creation period when the college, a junior college at the time, was housed in temporary facilities. Then, once they moved to a new campus in 1970, there was another period of growth during which the college, now a community college with its own board and representing two counties, began to develop as a community-based institution. This was followed by a period characterized by a

conscious effort to delegate authority to the provosts of the three campuses and to the subunits within the three campuses, particularly in the West Campus, which is the most highly developed of the three campuses. Simultaneous to the efforts to delegate authority to the campuses, there has been an effort to develop as a multi-campus system. And although many college-wide organizational and management needs have been anticipated, a few problems have been encountered.

One problem has been the faculty need to participate in a system-wide policy decision. During the past year the administration has worked with the faculty on the development of a college-wide faculty organization. Two years ago faculty were discontent with expansion. This discontent was added to by the state short fall in income. There was talk on campus of unionizing. Much of this discontent was resolved, however, by the formation of the college-wide faculty governance structure at joint administration and faculty initiative. Now the faculty have a mechanism for reviewing administrative decisions and are consulted on anything related to academic policy.

A second sign of difficulty is the relations between campuses. Although generally positive, there are potential difficulties. The East Campus has gotten underway under austere conditions. The role of the Open Campus has not been made clear. Some faculty fear that the Open Campus is supported by the revenues from the permanent campuses, when in fact the Open Campus is self supporting. Finally, there is a definite movement toward a more centralized administrative organization structure and management system. This potentially competes with the movement toward increased delegation of authority to the campuses.

Administrative Structure

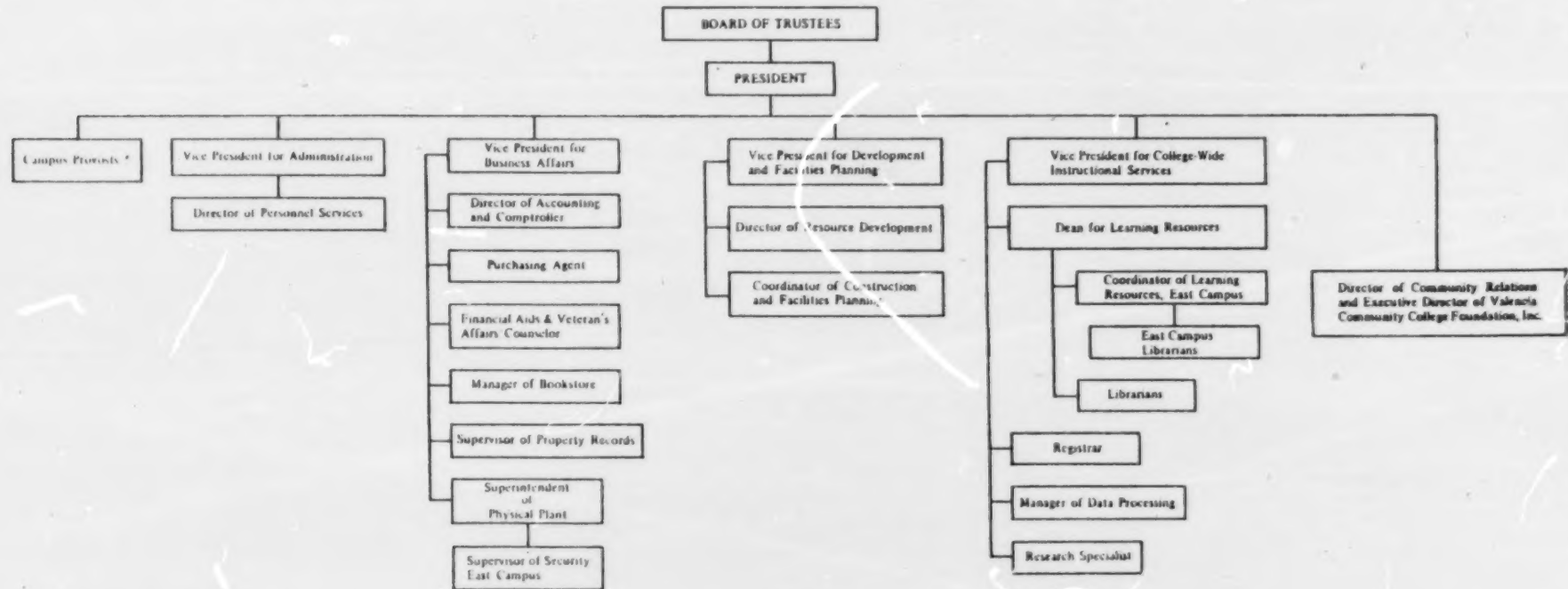
Administratively, Valencia Community College is complex. The college administration has tried to develop a structure capable of managing the multi-campus system. As a result, they have developed a college-wide administration to coordinate the activities of the campuses. In addition, each of the campuses has developed a structure to manage their activities. The campus administrative structures vary in their structural complexity.

Figure V-A shows Valencia Community College's college-wide organization chart. The college has four vice presidents: Vice President for Administration, Vice President for Business Affairs, Vice President for Development and Facilities Planning, and Vice President for College-Wide Instructional Services. Prior to the move to the multi-campus system, the college had a Vice President for Academic Affairs--and fewer vice presidents. The Vice Presidents for Business Affairs and College-Wide Instructional Services were created in 1976. The new structure also makes the three Provosts the top academic administrators. In addition to the Provosts and Vice Presidents, the Director of Community Relations reports directly to the President.

The college is currently developing its administrative services on a college-wide, rather than a campus-by-campus basis. An example of a college-wide service is the Department of Resource Development which is housed administratively under the Vice President for Development and Facilities Planning. This office has two professionals who act as catalysts for individuals and groups in the central administration and at the various campuses. These individuals review all

Figure V-A

**VALENCIA COMMUNITY COLLEGE
COLLEGE - WIDE ORGANIZATIONAL CHART**



* CAMPUS ORGANIZATIONAL CHART

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Federal Requests for Funding Proposals (RFP's) and other funding sources to see if requests relate to some aspect of the college's activities. If they do, they will alert these people and consult with them on the development of proposals.

Another example of a concerted effort to develop college-wide services is the Advanced Institutional Development Program. Valencia Community College applied to AIDP as one organization. While the AIDP regulations make campuses and not systems eligible for funding, VCC made the argument that it should be considered as a single institution because it was attempting to develop as a coordinated system. All AIDP activities are being implemented in a coordinated fashion. All are being implemented by college-wide committees. The one component that needs to be housed at a campus, the CID Center, is rotating between the East and West Campuses every other year, so that it will not be identified with one campus.

The implementation of a coordinated structure received mixed reviews, depending on whom I talked with about it. The two new Vice Presidents--Gloria Raines, Vice President for Instructional Services, and Lee Young, Vice President for Business Affairs--view the new structure with great optimism. As Raines put it in an interview at Valencia, "People are going to have to learn to rely more on a formalized structure." Young thinks that although the movement toward multi-campus has created problems, the move was necessary.

One aspect of the problem has been the skyrocketing number of meetings. As little as two years ago, the size of the administration staff was much smaller. Now, with the Vice Presidents and Provosts,

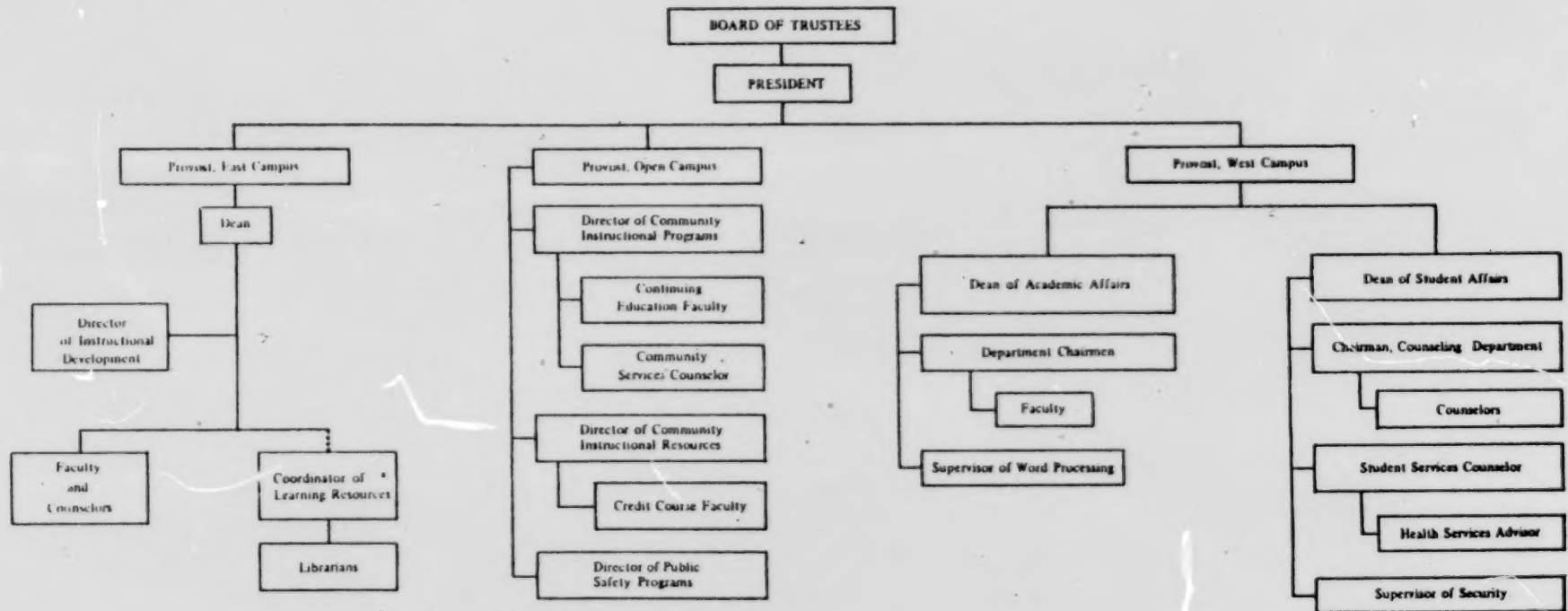
the number of people reporting directly to the President increased markedly. And when the Deans of the various campuses are included in staff meetings, as is often the case, the size gets unmanageable. Administrators' views on the problem vary: those who have been there for a while experience it as a problem; those who are new think new committee structures should be developed.

In addition to the administrative problems accompanying the development of a college-wide administration, the faculty have felt an increasing distance from the administration. One visible sign of the distance is the movement of the college-wide administration off campus. Instructional Services is the only exception: it remains on West Campus. Another is the creation of the college-wide organizational structure. To gain some access to system policy decisions the faculty have recently created a college-wide faculty organization. Faculty now have an organization with representatives from each campus that meet with administration on policy matters and send policy decisions to campus faculties for review. For practical purposes the faculty organization represents East Campus and West Campus since there are few full-time faculty with the Open Campus.

In addition to the college-wide administration, Valencia has an administrative structure for each of the campuses. See Figure V-B for a campus organizational chart. The main similarity between the structure of the campuses is that each is headed by a provost. Beyond this, there are more differences than similarities between the structures of the three campuses.

Figure V-B

VALENCIA COMMUNITY COLLEGE CAMPUS ORGANIZATIONAL CHART



* Reports administratively to the Dean for Learning Resources

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West Campus has two deans; one for student affairs and one for academic affairs. In addition to the Provost, they are the chief administrators on campus. West Campus has faculty who are organized into twelve departments. Each department chairman, as indicated earlier, is now a full-time administrator. In addition to the student service units shown on the organizational chart, the Director of Athletics and Intramural Sports programs report to the Dean of Students. The faculty organization for the campus also reviews campus policy decisions. There is also an elaborate committee structure for the campus. The committee system is an advisory structure that allows for faculty and student input into administrative decisions.

East Campus has one dean for both academic and student affairs. In 1976-77 the campus had twenty-seven faculty. Next year they will have thirty-five. So far the campus has tried to avoid a departmental structure. For the first two years, faculty were divided into two groups of equal size with a mixture of disciplines in each campus; faculty in the same discipline were in different groups and division chairmen were elected. Next year there will be two faculty divisions with chairpersons who have administrative appointments. The new divisions will also be divided according to disciplines. In addition to the administrative organization, there is a faculty association on campus. Each year the faculty association elects a convenor. The faculty association is concerned both about policy and the policy-formulation process on campus.

The Open Campus differs the most in its administrative structure. In 1976-77, there was a Provost and three director level positions.

Next year this structure will be modified slightly, upgrading one of the directors to a dean's level and adding another director level position, which will report directly to the Provost (see Figure V-C). Last year the Open Campus taught courses in eighty different locations. The recently upgraded dean is responsible for coordinating these services. In addition, the Open Campus has encountered student service needs in the past few years, especially in the area of counseling.

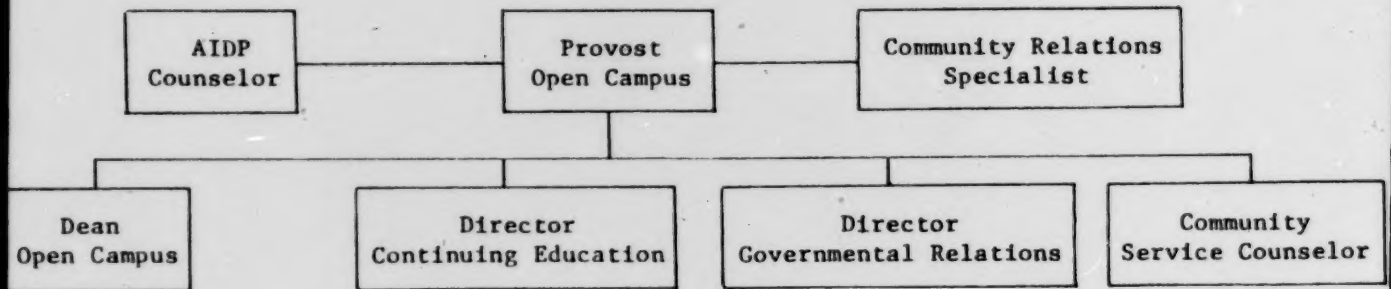
In sum, Valencia Community College is a rapidly developing institution with an increasingly complex administrative structure. The college itself is moving forward as a coordinated multi-campus system. The Campuses are still rapidly developing as well. Each campus has a different structure and set of management needs that have to be coordinated as part of an overall college-wide management system. The college is currently trying to make some inroads in its management. The AIDP grant is being used in this process.

Management System

Valencia Community College is developing a management system that is compatible with its organizational structure. The AIDP project is heavily oriented toward the development of a management system. The planning, management, and evaluation system proposed in the approved AIDP plan is the means of providing more college-wide coordination and coordinating among the AIDP components. An overview of this relationship is as follows:

Figure V-C

OPEN CAMPUS ORGANIZATION, 1977-1978



The three components, Open Door/Open Access, Alternative Modes of Instruction, and Short-Range/Long-Range Planning and Development, are themselves interrelated and interdependent. Each of the three components includes within its scope activities which will contribute to an orderly process of decision-making within the institution. This applies both to the institutional function of delivering education in accordance with the mission statement and to the function of administrative operations.

Thus, the process of setting educational and administrative objectives, striving to achieve these objectives, and the comparison of the achievements to the intended outcomes form the superstructure of the AIDP project. This planning/management/evaluation process becomes recurrent once the AIDP objectives in all three components are accomplished. By the end of the fifth year of AIDP funding, the results of the evaluative process will be fed back into the planning phase of the PME cycle.

The ten objectives of the institutional planning component (listed earlier) are primarily oriented toward the development of the PME system:

Of the ten objectives within Component III, there are three which will be used across the entire PME sequence as vehicles of implementation for the application of the PME process to the operations of the institution.

These three are:

- Management by Objectives
- Management Information System
- Office of Institutional Planning

The seven other objectives within the Component will be used for one or two of the elements of the PME sequence or in support of other objectives within or outside of Component III.

Valencia's management system has to be viewed from two vantage points. First, the movement toward a multi-campus system creates college-wide management needs. At present these needs are primarily for a better system to coordinate college activities. In addition, the individual campuses have their own management needs. As the campuses continue to grow and become more complex structurally, their management needs will change.

In an interview, President Gollattscheck commented that he has had "to study governance and look at management theory" in order to do his job effectively. He has served on the Board of Directors for the National Center for Higher Education Management Systems (NCHEMS) and teaches courses on higher education for a couple of universities. His work with NCHEMS included serving as Chairman of the Future Committee and Vice Chairman of the Board. He has used these activities as a way of keeping himself informed on developments in the field. He has only tried to implement management packages and systems at Valencia, however, when he has seen a real need. As the college moves toward a multi-campus system, he envisions the following as some of the key problem areas:

- the need to explore new funding mechanisms for the campuses to develop their own budgets;
- the need to explore new mechanisms for accountability and follow-up; and
- the need to explore new methods of quality control for V.C.C. Open Campus.

The college is using different strategies for addressing these needs. With respect to the last area, the college is involved in a project designed to develop measures of community needs and community impact of education programs. A Cooperative for the Advancement of Community-Based Education (COMBASE), an association for which Gollattscheck has been Board Chairman, and NCHEMS are working closely on a project "to explore ways of evaluating community outcomes." In the former two areas, the AIDP project is providing considerable help, especially for the large component to improve long-range planning

and governance. He sees the entire AIDP project as a way of "helping us improve our skills at meeting student needs."

Vice President Young sees the planning component of the AIDP project as essential. It is his view that the "academic end of the enterprise is real good--we are doing a great job." On the support end, however, he thinks some work is needed. An important aspect of the AIDP project is the management information system, which, according to Young, "is going to assist us in developing our management system." According to Young, "an absence of information is causing problems." Another management need at Valencia, according to Young, is for long-range planning. The AIDP proposal expressed the relationship between these needs as follows:

A major planned change in Valencia Community College's planning process involves a centrally coordinated systemization of information and data through a Management Information System. The college has made considerable achievement in its development during its short history; however, decisions and planning have occurred on a "best information available" basis. One of the major program components of this proposal deals with short-range and long-range planning (Program Component III).

Historically, planning has been a fragmented activity, reflecting the functionally differentiated organization structure:

Although no college-wide planning function presently exists, several groups within the college participate in the planning process for institutional development. Participants range from the faculty member who plans and develops a new course of study to the president who, with the college administration and college-wide governance structure, devotes time to long-range planning. (Refined Plan, p. 72)

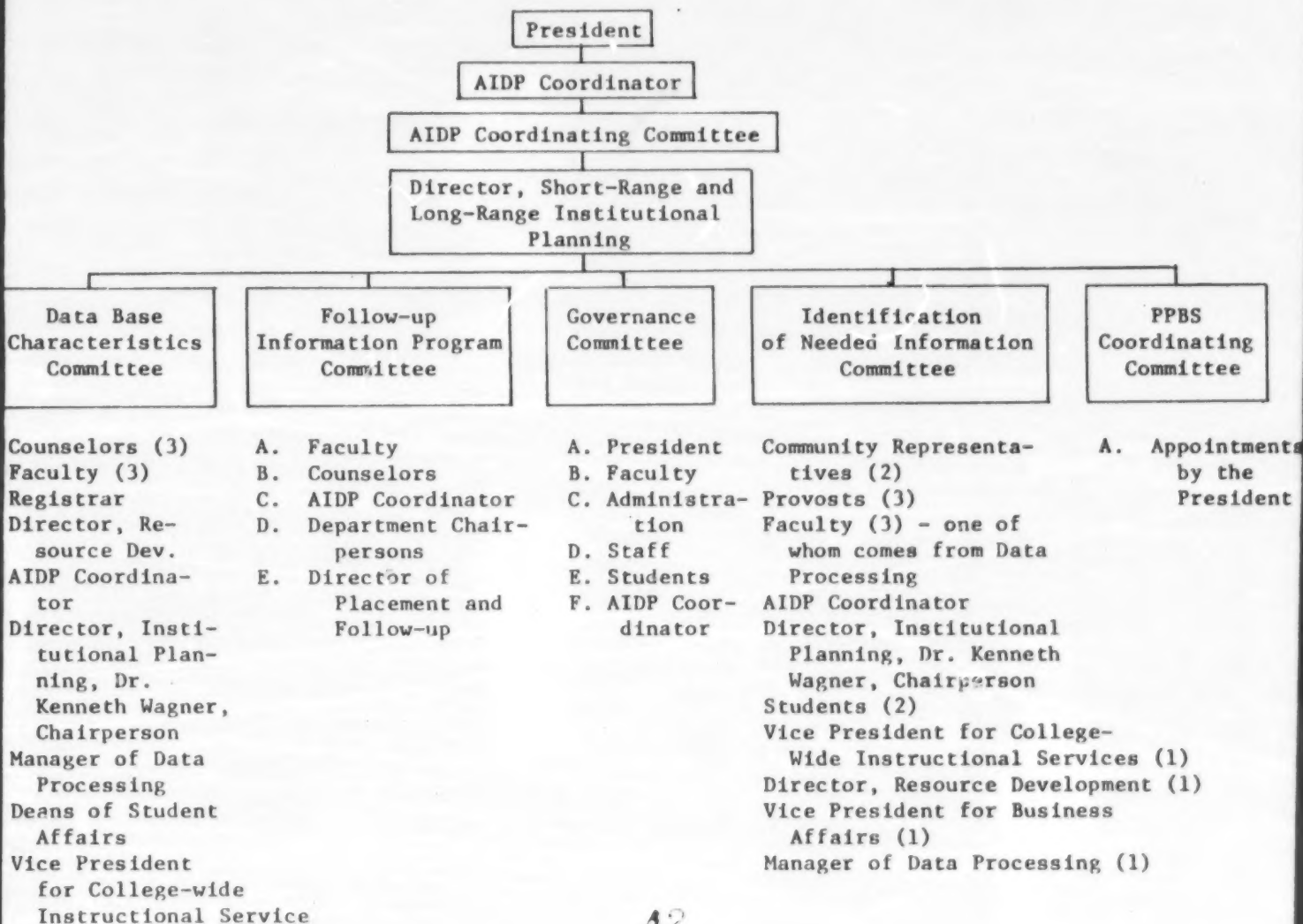
The need for a new more coordinated planning process was the result of structural changes: "The completion of the east site (September,

1975) adds a third location to the college; therefore, the college governance and long-range planning will be modified to include participants from the east location" (Refined AIDP Plan). The implementation of a more coordinated management system is not an easy process, however. Valencia Community College is using the five years of the AIDP grant to make this transition. Simultaneous to the need for more coordination between campuses, there is a need for more delegation to campuses, particularly in their budgeting processes.

In the first year of its AIDP grant, Valencia is in the first stages of implementing a new management system. The AIDP project at Valencia is being implemented through a committee process involving administrators, students, and faculty in various aspects of the implementing process. Figure V-D shows the committee design for Component III and long-range planning. For the implementation of the component, the director of planning reports through the AIDP steering committee to the AIDP Coordinator and President. Each component has a committee assigned to it as well. Administratively, the director reports to the Vice President for Instructional Services. At present, the committee system is just now getting underway.

Kenneth Wagner, Director of Institutional Planning for the past year, has been overseeing the implementation process for this component. He described the situation when he started as follows: "When I took over, the project has parts but no infrastructure. . . . My main objective was to create a communications infrastructure." He worked on the implementation design for the refined AIDP plan. He spent most of the first year working with committees trying to define

Figure V-b. AIDP COMMITTEE DESIGN - COMPONENT III -
SHORT-RANGE AND LONG-RANGE INSTITUTIONAL PLANNING



the types of information the college needs in its data base. Wagner, who used to teach college courses on Management Information Systems, has found some of the process frustrating. As he puts it, "Because of the state of professional development here, some people didn't know what a quantifiable objective was." Because the AIDP plan calls for the implementation of Management by Objectives (MBO) and the state legislated Program Planning and Budgeting Systems (PPBS), also a component of the AIDP proposal, the development of more sophisticated management skills within the campus administration is seen as important.

As a part of the implementation process, VCC has a series of workshops on campus. McManis Associates conducted a workshop on MBO at VCC the week prior to my visit. Approximately fifty people attended. The reactions to the workshop, at least on the part of those attending whom I interviewed, were mixed. Change in the administrative styles of people at the college will probably be slow. Even though the college is young, those involved in the college administration have been successful and will probably maintain old patterns as long as they continue to be successful. At the end of the summer of 1977, Kenneth Wagner resigned to take a position with another institution. Successful implementation of new management practices will probably depend on the flexibility of those already involved in administration.

Gloria Raines, Vice President for Instructional Service, is playing a major role in the development of the MIS data base. By the start of the 1977-78 school year Valencia plans to have completed the first step in data-base development. At that time the college will have computerized information systems for: student records, including

basic demographic data, student course history, and transfer work coming to the college; the personnel system, which will have developed an on-line system that would integrate information from applications; and finance which includes on-line accounting procedures. However, a committee is trying to define broader college-wide information needs.

Implementation of other parts of the PME and MIS systems have not always gone smoothly. One faculty member involved with the MIS committee observed: "There needs to be more coordination between this and other committees. Some things that this committee will do will have broad implications." Regarding the MIS, Dean Richburg, a member of the AIDP steering committee, admitted there have been "problems getting this off the ground." He is also aware that part of the frustration of faculty and others involved is that development takes time and the administration has some difficulty explaining this lag.

In addition to the management of college-wide affairs, some attention has been given to the campus management needs. The West Campus is the most complex of the three campuses. The implementation of the MBO procedures are probably most applicable to this campus. Dean Richburg describes a yearly planning process with each department chairman that is similar to an MBO process. Each year he and each department chairman establish the goals for the department. At the end of each year they assess the program before establishing new goals.

Management practices at the two newer campuses are not standardized. Provost Evans and Dean Beal describe management as an open-consultation process on their campuses. Dean Beal has expressed the need for more administrative control on campus. Faculty at the East

Campus appear happy with this open-consultive atmosphere. At the Open Campus, the management process is probably even more individualistic. Provost Sample manages on an army principle--AAAΘ--"Anything, Anytime, Anywhere, Bar Nothing." For his staff this creates a great deal of freedom. As one of the program directors, Robert Milke, describes it: "We'd like to bring in the best programs we can at a reasonable cost." Milke also points to some tensions with the central office: "I've noted at Downtown Center we really have little input into the whole operation." The Provost, Dean, and Directors of the Open Campus have staff meetings which is their means of coordinating their activities.

At present, Valencia Community College can be viewed as a complex institution with diverse management needs. The campuses are at different places on the development continuum. The West Campus has a need for more formalized procedures and structure, while the two newer campuses are striving to maintain their flexibility. The administration is trying to develop a college-wide system for coordination. Implementation of a more coordinated management system appears to be taking some time at Valencia.

Management Effectiveness

As a result of its transition to a multi-campus system, Valencia Community College has been confronted by a new set of institutional management needs. Since VCC is a highly complex institution, its management needs are complex and implementation of a new system is not simple. A brief discussion of the effectiveness of this effort along five dimensions follows.

Attention Paid to Management Needs. Valencia Community College is addressing its current management needs. The college has recently transitioned from a single-campus college to a multi-campus system. With the structural transition, the college anticipates new management needs. College administrators, aware of current management theory, are attempting to implement a management system that is compatible with the new structure. Their solution to campus management problems caused by the transition to a multi-campus system, is to develop a more coordinated management system.

Implementation of Viable Management. System implementation of a new coordinated management system is progressing slowly at Valencia. Currently, it is in its first year of a five-year implementation process. The implementation process, however, is progressing slowly and has mixed reactions from those involved. The implementation design includes involvement of diverse members of the campus community. The views of those involved vary: most think the new system is needed; some think it is progressing too slowly. The slowness of the implementation process, however, may be to the advantage of the college. The college has only recently entered the multi-campus phase and many of the problems that accompany this organizational phase may not have emerged yet. Many at Valencia still operate under the assumption that they are a small, close-knit community. The rapid growth and recent structural developments make the long-term continuation of this attitude difficult. As some of the realities of the new structure emerge, the need for new management processes will probably become more evident. The slowness of implementation, therefore, may be to Valencia's long-term advantage.

Effective Resource Use and Planning. Valencia Community College

has done an exceptional job of taking advantage of available fiscal resources. A few examples are worth noting: (1) VCC has developed an open campus that has many self-supporting programs; (2) VCC has remarkable success at securing federal dollars; and (3) VCC opened the new East Campus at a time when it was faced with resource constraints. Some of VCC's management practices are in need of further development. For example, both the college-wide and campus administrations realize that more budgetary autonomy is needed for the campuses. VCC's expenditures per FTE are below the average for other public two-year colleges funded by AIDP.

The college's attitude toward outside resources was perhaps summed up best by President Gollattscheck when discussing the college's efforts to secure outside funds: "I'm interested in those federal dollars that will help us do what we want to do." According to almost any measure, the college is successful in its fiscal management. It is able to secure outside funds when necessary. The AIDP project exemplifies this. It is being used to aid in the transition to a coordinated management system, a transition necessitated by the transition to a multi-campus system.

Quality and Effectiveness of Constituent Involvement. Valencia

Community College serves diverse communities. Its student population varies, ranging from the traditional college-age group to professionals in a number of fields and to the elderly. VCC students can take anything from a short professional refresher course to a full two-year curriculum. Its faculty is also diverse, ranging from traditional

college is dedicated to the proposition that human renewal--the upgrading of every citizen in the community--is its primary and overriding purpose" (Gollattscheck, et al., p. 10). This philosophy seems evident at the college.

Conclusions

Although it is a young institution, Valencia Community College has grown rapidly and has become a highly complex institution. In its early years, housed in a local technical high school, Valencia was a young creative organization that was trying to develop diverse student clientele. By 1970, VCC had moved to a new campus and began to develop as a campus with community-based education programs under the leadership of a strong president. After three years, in 1973, the president began to delegate more authority to key people who developed two new campuses, both of which have gotten underway. As the college looks ahead, it is attempting to develop a new administrative structure and management system for the multi-campus system that has emerged.

VCC is now attempting to develop a management system that can effectively manage this system. Implementation of the new system is progressing slowly, although with deliberate action. Administrators are trying to develop a systematically coordinated system. The need for the new system is acknowledged by those involved in the implementation process. Although it is still at an early stage, diverse viewpoints about the implementation and the new management system are being expressed. Overall, this expression of interest can be

liberal-arts faculty to technical educators and to numerous part-time and casual instructors. Given this diversity, the college does an excellent job involving people in decisions that affect them. The committee structure involves faculty and students as well as administrators. The faculty has recently formed a college-wide organization that has input into the college-wide policy formulation process. President Gollattscheck has recently written an article on trustee education. At the same time, he is concerned about the involvement of students, especially the older, part-time students who have no avenues for input into decision making; he is concerned about how to involve all of the college's clientele, not just traditional students. This concern about involvement is not just verbiage: a visit to the campuses and conversations with faculty reveal that they are involved with the real problems facing the campus. The quality of student involvement seems to vary, although the college remains committed to it.

Renewal Capacity. VCC is committed to renewal, both in its own activities and in relation to its larger community. For a young institution, Valencia Community College has shown a keen sense of institutional renewal processes. The development of the Open Campus and the planning processes for the East Campus show an awareness of recent educational trends. Also, the development of college-wide activities, like the Curriculum and Instructional Development Center, show a commitment to individual renewal and curriculum change within the system. Perhaps the most interesting aspect of VCC's renewal efforts is its commitment to community renewal. Gollattscheck's book communicates a philosophy of renewal: "The community renewal

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People interviewed were:

Thelma J. Dudley, AIDP Coordinator
 James F. Gollattscheck, President
 Charles W. Sample, Provost, Open Campus
 Lee Young, Vice President of Business Affairs
 Winona Sorrells, Instructor, Mathematics, East Campus
 Celia Cullom, Instructor, English and Speech, East Campus
 Robert Milke, Director, Department of Governmental Services,
 Open Campus
 Kenneth Wagner, Director, Institutional Planning, AIDP
 Rubye Beal, Dean, East Campus
 Donna Nickel, Director, Curriculum/Instructional Development
 Center, AIDP
 David L. Evans, Provost, East Campus
 David Fear, Instructor, English, West Campus; Chairman, Board
 of Directors, Valencia Faculty Association
 William Prentiss, Chairman, Social Science Department, West Campus
 Fannie Butler, Instructor, History, West Campus
 Annie (Blue) Perry, Instructor, Reading, West Campus; President,
 FACC, Valencia Chapter
 Ruth Senterfitt, Instructor, English, West Campus
 James R. Richburg, Dean of Academic Affairs, West Campus;
 Chairman, AIDP Coordinating Committee
 Jerry W. Odom, Dean of Student Affairs, West Campus
 Gloria Raines, Vice President, College-wide Instructional Services
 Ruth Salsberry, Instructor, English and Speech; Chairman, West
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